91st CONGRESS 1st Session

S. 782

IN THE SENATE OF THE UNITED STATES

JANUARY 31, 1969

Mr. Ervin (for himself, Mr. Bayh, Mr. Bible, Mr. Brooke, Mr. Burdick, Mr. Byrd of Virginia, Mr. Church, Mr. Cook, Mr. Cooper, Mr. Dirksen, Mr. Dodd, Mr. Dole, Mr. Dominick, Mr. Eagleton, Mr. Fannin, Mr. Fong, Mr. Goldwater, Mr. Gravel, Mr. Gurney, Mr. Hansen, Mr. Hatfield, Mr. Hruska, Mr. Inouye, Mr. Jordan of North Carolina, Mr. Jordan of Idaho, Mr. McCarthy, Mr. McGee, Mr. McGovern, Mr. McIntyre, Mr. Magnuson, Mr. Mathhas, Mr. Metcalf, Mr. Miller, Mr. Montoya, Mr. Mundt, Mr. Muskie, Mr. Nelson, Mr. Pearson, Mr. Percy, Mr. Prouty, Mr. Proxmire, Mr. Randolph, Mr. Saxbe, Mr. Schweiker, Mr. Scott, Mr. Sparkman, Mr. Spong, Mr. Stevens, Mr. Talmadge, Mr. Thurmond, Mr. Tower, Mr. Tydings, Mr. Williams of New Jersey, and Mr. Yarborough) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

To protect the civilian employees of the executive branch of the United States Government in the enjoyment of their constitutional rights and to prevent unwarranted governmental invasions of their privacy.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 Section 1. It shall be unlawful for any officer of any
- 4 executive department or any executive agency of the United

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States Government, or for any person acting or purporting 1 $\mathbf{2}$ to act under his authority, to do any of the following things: 3 (a) To require or request, or to attempt to require or request, any civilian employee of the United States serving 4 in the department or agency, or any person seeking employment in the executive branch of the United States Govern-6 7 ment, to disclose his race, religion, or national origin, or the race, religion, or national origin of any of his forebears: Provided, however, That nothing contained in this 9 10 subsection shall be construed to prohibit inquiry concerning 11 the citizenship of any such employee or person if his citizenship is a statutory condition of his obtaining or retaining his 12 employment: Provided further, That nothing contained in 13 this subsection shall be construed to prohibit inquiry concern-14 ing the national origin of any such employee when such in-15 16 quiry is deemed necessary or advisable to determine suit-17 ability for assignment to activities or undertakings related to the national security within the United States or to activities 18 or undertakings of any nature outside the United States. 19 20 (b) To state or intimate, or to attempt to state or intimate, to any civilian employee of the United States serving 21 22in the department or agency that any notice will be taken of 23his attendance or lack of attendance at any assemblage, dis-24 cussion, or lecture held or called by any officer of the execu-25 tive branch of the United States Government, or by any per-

- 1 son acting or purporting to act under his authority, or by any
- 2 outside parties or organizations to advise, instruct, or in-
- 3 doctrinate any civilian employee of the United States serving
- 4 in the department or agency in respect to any matter or
- 5 subject other than the performance of official duties to which
- 6 he is or may be assigned in the department or agency, or
- 7 the development of skills, knowledge, or abilities which
- 8 qualify him for the performance of such duties: Provided,
- 9 however, That nothing contained in this subsection shall be
- 10 construed to prohibit taking notice of the participation of a
- 11 civilian employee in the activities of any professional group
- 12 or association.
- 13 (c) To require or request, or to attempt to require or
- 14 request, any civilian employee of the United States serving
- 15 in the department or agency to participate in any way in
- any activities or undertakings unless such activities or under-
- 17 takings are related to the performance of official duties to
- which he is or may be assigned in the department or agency,
- 19 or to the development of skills, knowledge, or abilities which
- qualify him for the performance of such duties.
- 21 (d) To require or request, or to attempt to require
- 22 or request, any civilian employee of the United States serv-
- 23 ing in the department or agency to make any report con-
- 24 cerning any of his activities or undertakings unless such
- 25 activities or undertakings are related to the performance of

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1 official duties to which he is or may be assigned in the

2 department or agency, or to the development of skills, knowl-

3 edge, or abilities which qualify him for the performance of

4 such duties, or unless there is reason to believe that the

5 civilian employee is engaged in outside activities or employ-

ment in conflict with his official duties.

(e) To require or request, or to attempt to require or 7 request, any civilian employee of the United States serving in the department or agency, or any person applying for employment as a civilian employee in the executive branch 10 of the United States Government, to submit to any interroga-11 tion or examination or to take any psychological test which 12 is designed to elicit from him information concerning his 13 personal relationship with any person connected with him 14 by blood or marriage, or concerning his religious beliefs or 15 practices, or concerning his attitude or conduct with respect 16 to sexual matters: Provided, however, That nothing con-17 tained in this subsection shall be construed to prevent 18 a physician from eliciting such information or authorizing 19 such tests in the diagnosis or treatment of any civilian 20employee or applicant where such physician deems such 21information necessary to enable him to determine whether or not such individual is suffering from mental illness: Pro-23vided further, however, That this determination shall be made 24

in individual cases and not pursuant to general practice or

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- 1 regulation governing the examination of employees or appli-
- 2 cants according to grade, agency, or duties: Provided further,
- 3 however, That nothing contained in this subsection shall be
- 4 construed to prohibit an officer of the department or agency
- 5 from advising any civilian employee or applicant of a specific
- 6 charge of sexual misconduct made against that person, and
- 7 affording him an opportunity to refute the charge.
- 8 (f) To require or request, or attempt to require or
- 9 request, any civilian employee of the United States serving
- 10 in the department or agency, or any person applying for
- 11 employment as a civilian employee in the executive branch
- 12 of the United States Government, to take any polygraph
- 13 test designed to elicit from him information concerning his
- 14 personal relationship with any person connected with him
- 15 by blood or marriage, or concerning his religious beliefs or
- 16 practices, or concerning his attitude or conduct with respect
- 17 to sexual matters.
- 18 (g) To require or request, or to attempt to require
- 19 or request, any civilian employee of the United States serving
- 20 in the department or agency to support by personal endeavor
- 21 or contribution of money or any other thing of value the
- 22 nomination or the election of any person or group of persons
- 23 to public office in the Government of the United States or of
- 24 any State, district, Commonwealth, territory, or possession

- 1 of the United States, or to attend any meeting held to pro-
- 2 mote or support the activities or undertakings of any political
- 3 party of the United States or of any State, district, Common-
- 4 wealth, territory, or possession of the United States.
- 5 (h) To coerce or attempt to coerce any civilian
- 6 employee of the United States serving in the department or
- 7 agency to invest his earnings in bonds or other obligations

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- 8 or securities issued by the United States or any of its depart-
- 9 ments or agencies, or to make donations to any institution
- 10 or cause of any kind: Provided, however, That nothing con-
- 11 tained in this subsection shall be construed to prohibit any
- 12 officer of any executive department or any executive agency
- 13 of the United States Government, or any person acting or
- 14 purporting to act under his authority, from calling meetings
- 15 and taking any action appropriate to afford any civilian em-
- 16 ployee of the United States the opportunity voluntarily to
- 17 invest his earnings in bonds or other obligations or securities
- 18 issued by the United States or any of its departments or
- 19 agencies, or voluntarily to make donations to any institution
- 20 or cause.
- 21 (i) To require or request, or to attempt to require
- 22 or request, any civilian employee of the United States
- 23 serving in the department or agency to disclose any items
- 24 of his property, income, or other assets, source of income,
- 25 or liabilities, or his personal or domestic expenditures or

- 1 those of any member of his family or household: Provided,
- 2 however, That this subsection shall not apply to any civilian
- 3 employee who has authority to make any final determination
- 4 with respect to the tax or other liability of any person, cor-
- 5 poration, or other legal entity to the United States, or
- 6 claims which require expenditure of moneys of the United
- 7 States: Provided further, however, That nothing contained
- 8 in this subsection shall prohibit the Department of the
- 9 Treasury or any other executive department or agency of
- 10 the United States Government from requiring any civilian
- 11 employee of the United States to make such reports as may
- 12 be necessary or appropriate for the determination of his
- 13 liability for taxes, tariffs, custom duties, or other obliga-
- 14 tions imposed by law.
- 15 (j) To require or request, or to attempt to require
- 16 or request, any civilian employee of the United States
- 17 embraced within the terms of the proviso in subsection
- 18 (i) to disclose any items of his property, income, or
- 19 other assets, source of income, or liabilities, or his personal
- 20 or domestic expenditures or those of any member of his
- 21 family or household other than specific items tending to
- 22 indicate a conflict of interest in respect to the perform-
- ance of any of the official duties to which he is or may be
- ²⁴ assigned.
- 25 (k) To require or request, or to attempt to require or

- 1 request, any civilian employee of the United States serving
- 2 in the department or agency, who is under investigation for
- 3 misconduct, to submit to interrogation which could lead to
- 4 disciplinary action without the presence of counsel or other
- 5 person of his choice, if he so requests.
- 6 (1) To discharge, discipline, demote, deny promo-
- 7 tion to, relocate, reassign, or otherwise discriminate in
- 8 regard to any term or condition of employment of, any civil-
- 9 ian employee of the United States serving in the department
- 10 or agency, or to threaten to commit any of such acts, by
- 11 reason of the refusal or failure of such employee to submit
- 12 to or comply with any requirement, request, or action made
- 13 unlawful by this Act, or by reason of the exercise by such
- 14 civilian employee of any right granted or secured by this
- 15 Act.
- 16 SEC. 2. It shall be unlawful for any officer of the United
- 17 States Civil Service Commission, or for any person acting
- 18 or purporting to act under his authority, to do any of the
- 19 following things:
- 20 (a) To require or request, or to attempt to require or
- 21 request, any executive department or any executive agency
- 22 of the United States Government, or any officer or employee
- 23 serving in such department or agency, to violate any of the
- 24 provisions of section 1 of this Act.
- 25 (b) To require or request, or to attempt to require or

1 request, any person seeking to establish civil service status or eligibility for employment in the executive branch of the United States Government, or any person applying for employment in the executive branch of the United States Gov-4 ernment, or any civilian employee of the United States serving in any department or agency of the United States Government, to submit to any interrogation or examination or to take any psychological test which is designed to elicit 9 from him information concerning his personal relationship 10 with any person connected with him by blood or marriage, 11 or concerning his religious beliefs or practices, or concerning his attitude or conduct with respect to sexual matters: Pro-12 vided, however, That nothing contained in this subsection 13 shall be construed to prevent a physician from eliciting such 14 information or authorizing such tests in the diagnosis or 15 treatment of any civilian employee or applicant where such 16 physician deems such information necessary to enable him 17 18 to determine whether or not such individual is suffering from mental illness: Provided further, however, That this 19 determination shall be made in individual cases and not pur-20 suant to general practice or regulation governing the exami-2122 nation of employees or applicants according to grade, agency, or duties: Provided further, however, That nothing contained 23in this subsection shall be construed to prohibit an officer of S. 782——2

- 1 the Civil Service Commission from advising any civilian
- 2 employee or applicant of a specific charge of sexual miscon-
- 3 duct made against that person, and affording him an oppor-
- 4 tunity to refute the charge.
- 5 (c) To require or request, or to attempt to require
- 6 or request, any person seeking to establish civil service
- 7 status or eligibility for employment in the executive branch
- 8 of the United States Government, or any person applying
- 9 for employment in the executive branch of the United States
- 10 Government, or any civilian employee of the United States
- 11 serving in any department or agency of the United States
- 12 Government, to take any polygraph test designed to elicit
- 13 from him information concerning his personal relationship
- 14 with any person connected with him by blood or marriage,
- 15 or concerning his religious beliefs or practices, or concerning
- 16 his attitude or conduct with respect to sexual matters.
- 17 SEC. 3. It shall be unlawful for any commissioned officer,
- 18 as defined in section 101 of title 10, United States Code, or
- 19 any member of the Armed Forces acting or purporting to
- 20 act under his authority, to require or request, or to attempt
- 21 to require or request, any civilian employee of the executive
- 22 branch of the United States Government under his authority
- 23 or subject to his supervision to perform any of the acts or
- 24 submit to any of the requirements made unlawful by section
- 25 1 of this Act.

1 SEC. 4. Whenever any officer of any executive depart-
2 ment or any executive agency of the United States Gov-
3 ernment, or any person acting or purporting to act under his
4 authority, or any commissioned officer as defined in section
5 101 of title 10, United States Code, or any member of the
6 Armed Forces acting or purporting to act under his author-
7 ity, violates or threatens to violate any of the provisions of
8 section 1, 2, or 3 of this Act, any civilian employee of the
9 United States serving in any department or agency of the
10 United States Government, or any person applying for
11 employment in the executive branch of the United States
12 Government, or any person seeking to establish civil service
13 status or eligibility for employment in the executive branch
14 of the United States Government, affected or aggrieved by
15 the violation or threatened violation, may bring a civil action
16 in his own behalf or in behalf of himself and others
17 similarly situated, against the offending officer or person in
the United States district court for the district in which the
violation occurs or is threatened, or the district in which the
offending officer or person is found, or in the United States
District Court for the District of Columbia, to prevent
the threatened violation or to about 1
the threatened violation or to obtain redress against the consequences of the violation. The Attacks of
consequences of the violation. The Attorney General shall defend all officers or persons at L. J.
defend all officers or persons sued under this section who acted pursuant to an order, regulation, or directive.
range to an order, regulation, or directive.

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2	provisions of this Act. Such United States district court
3	shall have jurisdiction to try and determine such civil action
1	irrespective of the actuality or amount of pecuniary injury
5	done or threatened, and without regard to whether the
6	aggrieved party shall have exhausted any administrative
7	remedies that may be provided by law, and to issue such
8	restraining order, interlocutory injunction, permanent in-
9	junction, or mandatory injunction, or enter such other judg-
10	ment or decree as may be necessary or appropriate to prevent
11	the threatened violation, or to afford the plaintiff and others
12	similarly situated complete relief against the consequences of
13	the violation. With the written consent of any person
14	effected or aggricved by a violation or threatened violation
15	of section 1, 2, or 3 of this Act, any employee organization
16	may bring such action on behalf of such person, or may
17	intervene in such action. For the purposes of this section.
18	employee organizations shall be construed to include any
19	brotherhood, council, federation, organization, union, or pro-
20	fessional association made up in whole or in part of civilian
21	employees of the United States and which has as one of its
22	purposes dealing with departments, agencies, commissions,
23	and independent agencies of the United States concerning
24	the condition and terms of employment of such employees.
25	Sec. 5. (a) There is hereby established a Board on

- 1 Employees' Rights (hereinafter referred to as the "Board").
- 2 The Board shall be composed of three members, appointed
- 3 by the President, by and with the advice and consent of the
- 4 Senate. The President shall designate one member as chair-
- 5 man. No more than two members of the Board may be of
- 6 the same political party. No member of the Board shall be
- 7 an officer or employee of the United States Government.
- 8 (b) The term of office of each member of the Board
- 9 shall be five years, except that (1) of those members first
- 10 appointed, one shall serve for five years, one for three years,
- 11 and one for one year, respectively, from the date of enact-
- 12 ment of this Act, and (2) any member appointed to fill
- 13 a vacancy occurring prior to the expiration of the term for
- 14 which his predecessor was appointed shall be appointed for
- 15 the remainder of such term.
- (c) Members of the Board shall be compensated at the
- 17 rate of \$75 a day for each day spent in the work of the
- 18 Board, and shall be paid actual travel expenses and per
- 19 diem in lieu of subsistence expenses when away from their
- 20 usual places of residence, as authorized by section 5703 of
- 21 title 5, United States Code.
- 22 (d) Two members shall constitute a quorum for the
- transaction of business.
- (e) The Board may appoint and fix the compensation

- 1 of such officers, attorneys, and employees, and make such
- 2 expenditures, as may be necessary to carry out its functions.
- 3 (f) The Board shall make such rules and regulations
- 4 as shall be necessary and proper to carry out its functions.
- 5 (g) The Board shall have the authority and duty to
- 6 receive and investigate written complaints from or on be-
- 7 half of any person claiming to be affected or aggrieved by
- 8 any violation or threatened violation of this Act and to con-
- 9 duct a hearing on each such complaint. Within ten days
- 10 after the receipt of any such complaint, the Board shall
- 11 furnish notice of the time, place, and nature of the hearing
- 12 thereon to all interested parties. The Board shall render
- 13 its final decision with respect to any complaint within thirty
- 14 days after the conclusion of its hearing thereon.
- (h) Officers or representatives of any Federal employee
- 16 organization in any degree concerned with employment of
- 17 the category in which any alleged violation of this Act
- 18 occurred or is threatened shall be given an opportunity to
- 19 participate in each hearing conducted under this section,
- 20 through submission of written data, views, or arguments,
- 21 and in the discretion of the Board, with opportunity for oral
- 22 presentation. Government employees called upon by any
- 23 party or by any Federal employee organization to participate
- 24 in any phase of any administrative or judicial proceeding
- 25 under this section shall be free to do so without incurring

- 1 travel cost or suffering loss in leave or pay; and all such em-
- 2 ployees shall be free from restraint, coercion, interference,
- 3 intimidation, or reprisal in or because of their participation.
- 4 Any periods of time spent by Government employees during
- 5 such participation shall be held and considered to be Federal
- 6 employment for all purposes.
- 7 (i) Insofar as consistent with the purposes of this sec-
- 8 tion, the provisions of subchapter II of chapter 5 of title 5,
- 9 United States Code, relating to the furnishing of notice and
- 10 manner of conducting agency hearings, shall be applicable
- 11 to hearings conducted by the Board under this section.
- (j) If the Board shall determine after hearing that a
- 13 violation of this Act has not occurred or is not threatened,
- 14 the Board shall state its determination and notify all inter-
- 15 ested parties of such determination. Each such determina-
- 16 tion shall constitute a final decision of the Board for pur-
- 17 poses of judicial review.
- 18 (k) If the Board shall determine that any violation
- 19 of this Act has been committed or threatened by any civil-
- 20 ian officer or employee of the United States, the Board shall
- 21 immediately (1) issue and cause to be served on such of-
- 22 ficer or employee an order requiring such officer or employee
- 23 to cease and desist from the unlawful act or practice which
- 24 constitutes a violation, (2) endeavor to eliminate any such

- 1 unlawful act or practice by informal methods of conference,
- 2 conciliation, and persuasion, and (3) may—

- (A) (i) in the case of the first offense by any civilian officer or employee of the United States, other than any officer appointed by the President, by and with the advice and consent of the Senate, issue an official reprimand against such officer or employee or order the suspension without pay of such officer or employee from the position or office held by him for a period of not to exceed fifteen days, and (ii) in the case of a second or subsequent offense by any such officer or employee, order the suspension without pay of such officer or employee from the position or office held by him for a period of not to exceed thirty days or order the removal of such officer or employee from such position or office; and
 - (B) in the case of any offense by any officer appointed by the President, by and with the advice and consent of the Senate, transmit a report concerning such violation to the President and the Congress.
- (1) If the Board shall determine that any violation of this Act has been committed or threatened by any officer of any of the Armed Forces of the United States, or any person purporting to act under authority conferred by such officer, the Board shall (1) submit a report thereon to the

President, the Congress, and the Secretary of the military $\mathbf{2}$ department concerned, (2) endeavor to eliminate any unlawful act or practice which constitutes such a violation by informal methods of conference, conciliation, and persuasion, and (3) refer its determination and the record in the case to any person authorized to convene general courts-martial 7 under section 822 (article 22) of title 10, United States Code. Thereupon such person shall take immediate steps to dispose of the matter under chapter 47 of title 10, United 10 States Code (Uniform Code of Military Justice). 11 (m) Any party aggrieved by any final determination 12 or order of the Board may institute, in the district court of 13 the United States for the judicial district wherein the viola-14 tion or threatened violation of this Act occurred, or in the 15 United States District Court for the District of Columbia, 16 a civil action for the review of such determination or order. 17 In any such action, the court shall have jurisdiction to (1) 18 affirm, modify, or set aside any determination or order made 19 by the Board which is under review, or (2) require the 20Board to make any determination or order which it is author-21ized to make under subsection (k), but which it has refused 22to make. The reviewing court shall set aside any finding, 23conclusion, determination, or order of the Board as to which 24complaint is made which is unsupported by substantial evi-25dence on the record considered as a whole.

- 1 (n) The Board shall submit, not later than March 31
- 2 of each year, to the Senate and House of Representatives,
- 3 respectively, a report on its activities under this section dur-
- 4 ing the immediately preceding calendar year, including a
- 5 statement concerning the nature of all complaints filed with
- 6 it, its determinations and orders resulting from hearings
- 7 thereon, and the names of all officers or employees of the
- 8 United States with respect to whom any penalties have been
- 9 imposed under this section.
- 10 (o) There are authorized to be appropriated sums nec-
- 11 essary, not in excess of \$100,000, to carry out the provisions
- 12 of this section.
- 13 SEC. 6. Nothing contained in this Act shall be construed
- 14 to prohibit an officer of the Central Intelligence Agency or
- 15 of the National Security Agency or of the Federal
- 16 Bureau of Investigation from requesting any civilian em-
- 17 ployee or applicant to take a polygraph test, or to take a
- 18 psychological test, designed to elicit from him information
- 19 concerning his personal relationship with any person con-
- 20 nected with him by blood or marriage, or concerning his
- 21 religious beliefs or practices, or concerning his attitude or
- 22 conduct with respect to sexual matters, or to provide a per-
- 23 sonal financial statement, if the Director of the Central
- 24 Intelligence Agency or his designee or the Director of the
- 25 National Security Agency or his designee or the Director

- 1 of the Federal Bureau of Investigation or his designee makes
- 2 a personal finding with regard to each individual to be
- 3 so tested or examined that such test or information is required
- 4 to protect the national security.
- 5 SEC. 7. Nothing contained in sections 4 and 5 shall be
- 6 construed to prevent establishment of department and
- 7 agency grievance procedures to enforce this Act, but the
- 8 existence of such procedures shall not preclude any appli-
- 9 cant or employee from pursuing the remedies established
- 10 by this Act or any other remedies provided by law: Pro-
- 11 vided, however, That if under the procedures established,
- 12 the employee or applicant has obtained complete protection
- 13 against threatened violations or complete redress for vio-
- 14 lations, such action may be pleaded in bar in the United
- 15 States District Court or in proceedings before the Board on
- 16 Employee Rights: Provided further, however, That if an
- 17 employee elects to seek a remedy under either section 4 or
- 18 section 5, he waives his right to proceed by an independent
- 19 action under the remaining section.
- 20 Sec. 8. If any provision of this Act or the application
- 21 of any provision to any person or circumstance shall be held
- 22 invalid, the remainder of this Act or the application of such
- 23 provision to persons or circumstances other than those as to
- 24 which it is held invalid, shall not be affected.

91st CONGRESS 1st Session

S. 782

BILL

To protect the civilian employees of the executive branch of the United States Government in the enjoyment of their constitutional rights and to prevent unwarranted governmental invasions of their privacy.

By Mr. Ervin, Mr. Bayh. Mr. Bible. Mr. Brooke. Mr. Burdick. Mr. Byrd of Virginia, Mr. Church. Mr. Cook. Mr. Cooper, Mr. Dreken, Mr. Dodd, Mr. Food, Mr. Food, Mr. Food, Mr. Food, Mr. Goldwater, Mr. Gravel, Mr. Gubney. Mr. Hansen, Mr. Gravel, Mr. Gubney. Mr. Hansen, Mr. Hatfield. Mr. Hruska, Mr. Indyer, Mr. Jordan of North Carolina, Mr. Jordan of Indth Carolina, Mr. Jordan of Indth Carolina, Mr. McGovern, Mr. McCarthy, Mr. Madnuson, Mr. McGovern, Mr. McCarthy, Mr. Madnuson, Mr. McGovern, Mr. McHarle, Mr. Montoya, Mr. Mundt, Mr. Metcalf, Mr. Miller, Mr. Montoya, Mr. Mundt, Mr. Metcalf, Mr. Nelson, Mr. Pearson, Mr. Percy. Mr. Prouty, Mr. Proxite, Mr. Scott, Mr. Sparkman, Mr. Sarvens, Mr. Tydings, Mr. Sparkman, Mr. Spang, Mr. Styvens, Mr. Tydings, Mr. Williams of New Jersey, and Mr. Yarborough

JANUARY 31, 1960

Read twice and referred to the Committee on the Judiciary